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THE COMPREHENSIVE PLAN

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THE MASTER PLAN

It shall be the function and duty of the commission to adopt and maintain, including necessary changes therein, a comprehensive, long-term, general plan for the improvement and future development of the city and county, to be known as the master plan. The master plan shall include maps, plans, charts, exhibits, and descriptive, interpretive, and analytical matter, based on physical, social, economic, and financial data, which together present a broad and general guide and pattern constituting the recommendations of the commission for the coordinated and harmonious development, in accordance with present and future needs, of the city and county and of any land outside the boundaries thereof which in the opinion of the commission bears a relation thereto.

*Excerpt, Section 116, Charter of the
City and County of San Francisco.*

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THE COMPREHENSIVE PLAN

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The Plan for Residence was adopted by Resolution 6706 of the San Francisco City Planning Commission on April 8, 1971.

INTRODUCTION

The purpose of this element of the Comprehensive Plan is to establish objectives and policies which will provide a general direction for residential development and improvement in San Francisco. Five objectives and a series of policies for achieving the objectives are defined. They are intended to serve both as a framework for long-range, consistent planning and as a basis for daily decisions in housing.

This Comprehensive Plan element represents more than the recommendations of the Department of City Planning. The Mayor's Office, Housing Authority, Redevelopment Agency, Human Rights Commission, Department of Public Works, and Real Estate Department contributed to making this statement on housing policy more comprehensive and explicit. Moreover, the policies have received extensive citizen review and revisions have been incorporated in accord with concerns expressed.

FUNDAMENTAL ASSUMPTIONS

POPULATION GROWTH

It is becoming more widely recognized that San Francisco cannot accommodate a large population increase without greatly diminishing its unique environmental assets. Development unguided by community goals and priorities is not wise. There must be continued review of development to insure balance in the growth of the city. Overcrowded community facilities, lack of suitable land, spiraling price increases and scarce financing for home mortgages act as constraints to growth. But these are negative factors which are detrimental to existing neighborhoods as well as to new development. More positive methods to regulate growth are needed. Population limits have been suggested, but these are not desirable or workable. There should be no direct controls to limit population. Anyone who can find the space should be able to live here.

Housing programs, zoning, and the nature of the housing available, however, create indirect controls. These controls should be used carefully to serve all the people of the city, but especially those people having the most difficulty securing suitable housing—namely, the poor and families with children. These indirect controls should also be used to guide residential development where it can be accommodated and to discourage it where it cannot.

The assumption that the city should not get much bigger does not preclude some adjustments. San Francisco will continue to change over the years through a series of private actions. Moreover, public programs will need to increase residential development in certain carefully selected areas, stressing low- and moderate-income housing and family housing where possible.

HOUSING AND THE ENVIRONMENT

Housing is part of the whole urban setting. A house or apartment must be considered in the context of its neighborhood—the characteristics of the neighbors, the available shops, schools, parks, movie theaters and restaurants. Improving housing involves not only safe, sanitary housing units of adequate sizes at the right costs. It also involves the quality of life offered by the surrounding environment.

San Francisco is not the suburbs, and it need not compete with them. Living environments in the city are distinct from suburban alternatives. The city should not strive for uniform neighborhoods or homogeneous people. Instead, there is a need to protect and foster that precious diversity which gives the city life.

Striving for diversity means, for example, that integration is a goal. It means, specifically, that it is not desirable, as a matter of public policy, to have large blocks of public housing which create ethnic and economic enclaves. It also means that San Francisco should avoid concentrated clearance of residential areas or massive displacement of people, since this often works to eliminate both social and physical diversity.

More diversity in San Francisco's environment will be introduced by technological changes, such as the Bay Area Rapid Transit System. BART will bring new ease of movement which will support and encourage more intensive residential and commercial uses at some locations. These intensifications should be carried out gradually under public controls so that they provide the type of living environment sought in the city.

THE REGION

Housing is a regional concern. Building entire new communities, with employment, services and housing for all income groups is part of the solution. If they are developed at a sufficient scale, new communities have considerable potential for easing the housing shortage, reducing unemployment, and breaking down discrimination. This potential will be best used if new communities are integrally linked with improvement programs in inner cities.

New communities are, however, only a partial solution, and a distant one. Suburban municipalities should begin now to provide both jobs and housing for low- and moderate-income people. This is not to say that inner cities should slow down their efforts to solve housing problems until outlying communities do more. Suburban communities, as well as cities, have housing problems.



A variety of means are open to meet at least part of the housing need: existing vacant units can be immediately leased for use of low-income families without a voter referendum or a lengthy construction period; and vigorous enforcement of existing fair housing legislation and new court actions will open suburban units to some now barred by noneconomic discrimination. Over the longer run, suburban communities should begin programs to inform citizens about the need for low-rent units and to authorize construction of permanent low-rent developments. Land in the suburbs is cheaper than urban sites—a perfect opportunity to test technological advances in the production of low-cost housing. As new jobs open up in the suburbs, municipalities can guide the development of low- and moderate-priced housing adjacent to employment centers, thus increasing both housing and employment opportunities. These measures are achievable now, but State and Federal action appears necessary to require suburbs to provide more housing for low- and moderate-income families.

GOVERNMENT INVOLVEMENT

Housing is a product of the private market, but the shortage of units for families and for the poor shows that the market alone cannot correct social and economic problems. That the government must intervene has already been decided. Remaining issues involve determining priorities for scarce public resources.

Federal and State aids are crucial to solving city problems. Too often, the Federal government is seen as the only source of assistance. But the need for State enabling legislation as well as funding cannot be overlooked. The nation must be mobilized on a massive scale to provide the housing needed. To accomplish this task, Federal and State resources must be shifted to housing and city development. This will require a reordering of national priorities. The nation must decide that providing housing and a good environment is urgent and worthy of concentrated efforts. The nation has the capability equal to the task, but its potential must be fully used to meet the national housing goal set by Congress in 1949: a decent home and a suitable living environment for every American family.



PARTICIPATION

Better arrangements must be sought to accommodate citizen views in the daily operations of their government. The problem is not really that government does not work; given enough resources and public support, the government can perform remarkably well. But government agencies and legislative bodies need to respond quickly to changes in the goals of their constituencies. Untangling conflicting goals and defining the public interest is a delicate, difficult, and continuous process. What may be sought by one community is rejected by another, yet both are the official's constituency and the agency's public.

To improve this process, mechanisms are needed which are both honest and effective and which will work in this political system. Undoubtedly, solutions will range from minor procedural changes to Charter revisions. No single mechanism can achieve participatory democracy. The most successful mechanisms, however, seem to involve extended preliminary planning, so that all interested parties have the opportunity to voice their opinions and devise alternative plans. Furthermore, these mechanisms must be tied to significant decisions and adequate resources in order to warrant the effort of participating.



SUMMARY OF OBJECTIVES AND POLICIES

OBJECTIVE 1

Maintain and improve the quality and diversity of San Francisco's residential communities.

POLICY 1: Adopt a neighborhood maintenance approach in the redevelopment program.

POLICY 2: Make extensive use of code enforcement.

POLICY 3: Improve services to rehouse displaced households and avoid displacing any household until adequate relocation housing is available.

POLICY 4: Decrease the reliance on property taxes as a municipal revenue source.

POLICY 5: Undertake a continuous review of residential conditions and construction trends and their effect on living conditions of San Franciscans. Incorporate this review as part of the citywide Common Information System.

OBJECTIVE 2

Increase residential development in certain areas of San Francisco and the Bay Area.

POLICY 1: Convert some nonresidential land to residential use or to residence as part of multiple-use development. Intensify residential densities where appropriate.

POLICY 2: In the disposition of surplus and underused public land give priority to uses that best meet public needs.

POLICY 3: Develop housing throughout the Bay Area linked to the needs of the region and the renewal of the central cities.

OBJECTIVE 3

Provide maximum housing choice both in the City and in the Bay Area, especially for minority and low-income households.

POLICY 1: Distribute low-income housing throughout the city.

POLICY 2: Increase the supply of low-income housing in the Bay Area.

POLICY 3: Work for open occupancy.

POLICY 4: Review San Francisco codes to promote construction of low- and moderate-income housing.

OBJECTIVE 4

Apply a comprehensive planning approach to programming community improvements and services.

POLICY 1: Establish priorities for allocating services and improvements based on community needs.

POLICY 2: Expand area planning and link it to resource programming.

POLICY 3: Improve neighborhood services through good design and proper location of public facilities.

OBJECTIVE 5

Encourage citizen participation in planning and programming public improvements.

POLICY 1: Establish more effective means for citizen participation at the citywide level.

POLICY 2: Provide opportunities for citizen involvement in planning and programming of local community improvements.



OBJECTIVES AND POLICIES FOR RESIDENCE

■ OBJECTIVE 1

Maintain and improve the quality and diversity of San Francisco's residential communities.

The quality and diversity of most of San Francisco's residential communities, as well as the generally sound condition of the housing units, suggest that renewal through rehabilitation be applied without large-scale residential clearance.

The following policies are directed toward improving San Francisco's neighborhoods for the benefit of their residents. The policies work to improve physical condition while retaining community attractiveness and identity.

▣ POLICY 1

Adopt a neighborhood maintenance approach in the redevelopment program.

San Francisco's persistently low vacancy rate, increasingly high land and construction costs, the small size of most new housing units, and the unique qualities of many neighborhoods indicate the City needs to apply a neighborhood maintenance approach to the renewal and redevelopment of its residential communities. The major purpose of this new approach should be housing of people in decent, uncrowded units of their choice at rents and prices they can afford. This approach should place highest priority on rehabilitation of residential areas and the replacement of marginal nonresidential uses with housing.

A neighborhood maintenance approach to redevelopment would not significantly alter the general character of San Francisco's residential communities. It would, however, allow important improvements to be made not only in the housing stock but also in community facilities and in the overall quality of neighborhoods.

Displacement: Any long-term displacement of residents and residential uses should be minimal and should occur only to provide sites for urgently needed community facilities or for at least the same number of units of low- and moderate-income housing as are being displaced, unless the units to be displaced outnumber desirable density standards. The level of home-ownership should at least be maintained.

Project Scale and Phasing: The size of neighborhood maintenance areas should be limited so that they can be completed within a reasonable time. Delays should be minimized; however, redevelopment schedules should take into account the supply of suitable relocation housing.

Participation: Citizen involvement should be an important part of the redevelopment planning process. (Refer to Objective 5 which deals with participation.)

Acquisition: The special acquisition powers available through the redevelopment mechanism should be carefully used to reduce costs of available scattered sites for low- and moderate-income housing and to enhance existing communities by provision of open space, community services and facilities.

New Neighborhoods: It should be understood that the maintenance approach applies to existing neighborhoods. Redevelopment can be used to build new neighborhoods in areas designated by the Comprehensive Plan for conversion to residence.

▣ POLICY 2

Make extensive use of code enforcement.

In order to avoid the need for large-scale clearance, rebuilding and rehabilitation, San Francisco should use code enforcement extensively.

Basically, there are two types of code enforcement programs. One operates on a citywide basis and deals with multi-unit buildings in an effort to maintain basic health and safety standards. The other type of code enforcement program concentrates on single- as well as multi-unit structures in selected areas. Programs in concentrated areas are directed toward upgrading the physical quality of neighborhoods as well as at maintaining codes in individual buildings. Careful implementation of these two types of code enforcement programs can greatly contribute to maintaining the quality of housing in San Francisco without sizable displacement of residents.

Systematic Code Enforcement

Systematic Code Enforcement operates on a citywide basis and is the City's tool for preventing blight and maintaining standards in all hotels and apartment buildings containing three or more units. The program is the responsibility of the Department of Public Works.

As a matter of policy, San Francisco should continue to apply Systematic Code Enforcement and should strengthen the program in three general areas: the information system should be expanded, companion programs should be established to support code enforcement, and administrative procedures should continually be reassessed.

1. *Information System:* The impact of Systematic Code Enforcement should be monitored in three areas: effects on the housing inventory and on housing condition, effects on rents and prices, and the extent of displacement. In particular, the monitoring system should gather the information necessary for making an annual estimate of displacement. (Refer to Policy 3 which deals with displacement.)

2. *Companion Programs:* Programs should be established to bolster Systematic Code Enforcement:

- 2a. by providing funds for code repairs;
- 2b. by expediting legal action in the code enforcement process;
- 2c. by preventing owners of buildings from using code enforcement as an excuse for evicting tenants when code repairs could be made without eviction;
- 2d. by informing tenants of the actions taken against their buildings and of the code enforcement process;
- 2e. by working to keep buildings with code violations from being eliminated from the housing inventory;
- 2f. by minimizing displacement of people due to rent increases.



3. *Administrative Procedure:* The City should meet often with citizen groups, service organizations, and public agencies to review methods for carrying out code enforcement and to consider improvements in the administration of the program.

Concentrated Code Enforcement

Concentrated Code Enforcement programs, such as Federally Assisted Code Enforcement (FACE), have proven successful in several districts of San Francisco and offer special benefits not available under the City's regular code enforcement. Concentrated Code Enforcement operates on an area basis, as opposed to a citywide basis. All buildings in a Concentrated Code Enforcement area are brought into compliance with City codes, and eligible property owners are aided by Federal grants or low-interest loans. Relocation assistance is available for displaced residents and tenants. Important public actions such as landscaping and street improvements are also carried out under Concentrated Code Enforcement. This approach is particularly suitable to San Francisco and should be extended to more residential communities in the city.

Criteria for Selection of Concentrated Code Enforcement Areas: Concentrated Code Enforcement should be considered for neighborhoods with the following characteristics:

1. Where structural conditions make Concentrated Code Enforcement desirable from the standpoint of health and safety.

2. Where the needs of resident property owners warrant rehabilitation grants and low-interest loans to enable necessary code improvements to be made.

3. Where the extent of necessary improvements does not require extensive rehabilitation or where Concentrated Code Enforcement can work in conjunction with extensive rehabilitation to provide a complementary level of service.

4. Where Concentrated Code Enforcement will assist neighborhood-initiated improvement programs and where improvements such as underground utilities and landscaping will significantly improve the quality of the neighborhood and enhance investments made for code repairs.

5. Where Concentrated Code Enforcement will not cause widespread displacement of tenants due to rent increases resulting from the high cost of rehabilitation or compliance with codes, or where the impact of displacement can be minimized through the use of other programs, like rent supplements or leased public housing, in combination with Concentrated Code Enforcement.

In addition to the above criteria, there are two major factors which must be determined before an area is approved for Concentrated Code Enforcement.

1. The feasibility of using Concentrated Code Enforcement alone or in conjunction with other public programs to improve housing conditions.

2. The relative need of one area over the others in the city.

Participation: Resident support for Concentrated Code Enforcement should be sought before the program is initiated in any neighborhood. Citizen requests for Concentrated Code Enforcement should be an important criterion for use of the program; and tenants, as well as owners, should be involved in planning.

▣ POLICY 3

Improve services to rehouse displaced households and avoid displacing any household until adequate relocation housing is available.

San Francisco should minimize displacement of people and businesses as a result of public programs. A small amount of displacement, however, will undoubtedly be necessary. When it does occur, the agencies responsible for the displacement should provide uniform services at least equal to those required under Federal urban renewal. This would eliminate disparities between relocation services and help to ensure satisfactory relocation of all persons and business displaced by any governmental action in San Francisco. Furthermore, a Central Relocation Service should administer and provide rehousing assistance to those displaced by all public actions.

Minimizing displacement, providing uniform assistance, and coordinating services will go a long way to solve the problems involved when people and businesses are displaced, but the following actions should also be taken:

1. Make public a thorough analysis of the displacement anticipated in all public programs prior to approval of those programs by the appropriate public bodies. (In the cases of ongoing programs, such as Systematic Code Enforcement, this would mean an annual or biennial analysis of potential displacement.)

2. Budget adequate funds to cover the entire anticipated relocation load for every public program and transfer these funds to the Central Relocation Service (CRS).

3. Once projects are under way, make periodic re-evaluations of project plans in light of changing citywide housing resources.

4. Avoid displacing any household as a result of a public program until adequate relocation housing is available. In the event that displacement loads overburden the supply of relocation housing, require operating agencies to work with the CRS to determine revised program schedules adapted to the supply of available relocation housing.

5. Allocate adequate funds to the Special Rent Assistance Program, especially during periods when there is a housing shortage.

▣ POLICY 4

Decrease the reliance on property taxes as a municipal revenue source.

Some of the burdens of home ownership and of high rents are related to the reliance on the property tax as the major source of City revenue. Methods should be sought to lessen that reliance in order to retain moderate-income homeowners and renters in the city and to



maintain a supply of private low-rent units. New methods should safeguard against merely changing the name and source of taxes without shifting the burden now borne by low- and moderate-income homeowners and tenants to other groups with greater ability to pay.

Lessening the reliance on property taxes probably will not mean a reduction of current taxes. It will mean, however, that the City should look more to sources of revenue other than the property tax. It should seek alternatives to raising the property tax rate as a means of meeting City budget requirements.

▣ POLICY 5

Undertake a continuous review of residential conditions and construction trends and their effect on living conditions of San Franciscans. Incorporate this review as part of the citywide common information system.

Housing condition is a critical factor in planning to meet citywide needs and in determining community priorities. It is also an important criterion in applying for Federal and State programs in designating program areas.

At present, the only comprehensive indication of housing condition is the U. S. Census. The 1970 Census offers little assistance because queries related to housing condition have been eliminated. Adequate funds should be provided to maintain a continuous survey and review of housing characteristics and their effect on residents. One important function of this survey would be to provide a basis for setting public program targets and assessing the impact of public and private development of the city's housing supply.

The survey should become part of the citywide Common Information System to make better use of data collected independently by public agencies including the Assessor's Office, Bureau of Building Inspection, and Unified School District. All requests for City funds to expand data systems and initiate surveys should be assessed in terms of their incorporation into the Common Information System.



LOWEST DENSITY
Single-family detached; one to two stories; 10 to 16 dwelling units per net acre; 30 to 50 persons per net acre.



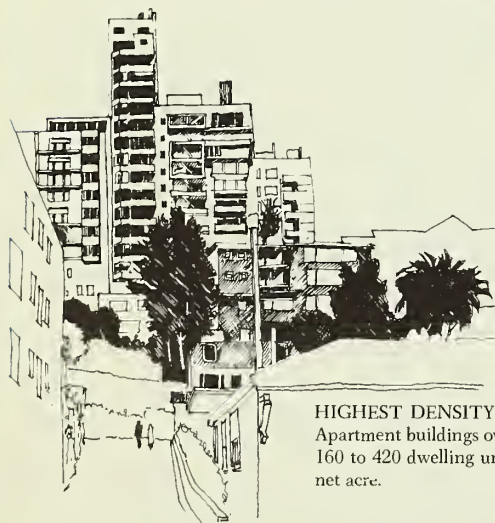
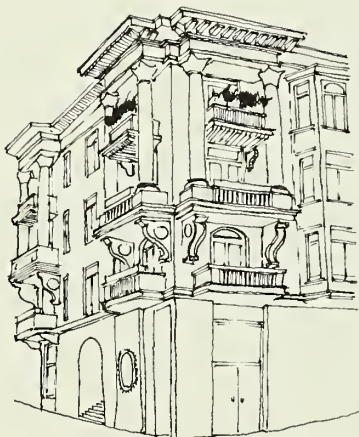
LOW DENSITY
Single-family attached and two-unit flats; one to two stories; 14 to 30 dwelling units per net acre; 40 to 90 persons per net acre.



MEDIUM DENSITY
Three- to ten-unit apartment buildings; two to three stories; 30 to 70 dwelling units per net acre; 70 to 170 persons per net acre.



HIGH DENSITY
Ten- to 20-unit apartment buildings; three to eight stories; 60 to 200 dwelling units per net acre; 120 to 440 persons per net acre.



HIGHEST DENSITY
Apartment buildings over 20 units and/or eight or more stories; 160 to 420 dwelling units per net acre; 300 to 800 persons per net acre.

■ OBJECTIVE 2

Increase residential development in certain areas of San Francisco and the Bay Area.

Opportunities for residential development in San Francisco are limited. Although the city is faced with a shortage of adequate housing, there is little vacant land suitable for residential development. There are some possibilities for building more housing in San Francisco by making use of underused lands. Also, some of the demand for housing in the city can be absorbed by development in the Bay Area.

Both inside and outside San Francisco the issue of growth centers on how to accommodate increased residential development without jeopardizing the very assets which make living in the Bay Area desirable. The following policies are directed toward this end. They are designed to shape urban growth while providing needed housing.

■ POLICY 1

Convert some nonresidential land to residential use or to residence as part of multiple-use developments. Intensify residential densities where appropriate.

San Francisco has a well-established pattern of residential land use and densities. This pattern is not random. It developed over time in response to housing preferences and in relation to San Francisco's topography, transportation system, and economic role in the Bay Area.

On a citywide scale, the existing residential pattern has proved workable, and only selected changes are required to better meet contemporary needs. For this reason, the residential land use plan that forms the basis for this policy reaffirms the strong points of the existing land use pattern and shows in general where changes would be beneficial.

The plan is generalized. Undoubtedly, changes not noted in the citywide residential land use plan are needed at the neighborhood level. These changes are expected to come about incrementally through zoning and through area plans which make a comprehensive and detailed reassessment of land use in neighborhoods. The generalized, citywide residential land use plan is intended to provide a framework for incremental changes at the neighborhood level.

The residential land use plan differs from the previous Master Plan in three respects. First, density recommendations have changed: in some districts the density in the plan is closer to the existing pattern than it was in the previous plan; and some outlying parts of the city close to transit and open space are recommended for intensified residential use over time. Second, more land is devoted to residence. Some non-residential areas are designated for conversion to predominantly residential use or to residence as part of multiple-use development. Finally, by encouraging residence as part of multiple-use developments in selected areas, the plan makes its third major departure from the earlier plan. The previous principle which divided the city into separate working and living areas has been superseded in favor of mixing the two in appropriate areas.

Conversion to Predominantly Residential Use

In the central and southeastern sections of the city, there are significant amounts of land which could be converted to residential use. Much of this land is zoned for industry but for various reasons is unsuitable for industrial development. Certain of these areas are identified in the "South Bayshore Plan." Further analysis of the potential of such areas should be undertaken in area plans with consideration given to the adequacy of nearby community facilities and open space, the appropriate design of the new development and the income and household types to be served.

Conversion to Residence as Part of Multiple-use Development

The combination of housing with certain commercial, industrial and institutional uses should be encouraged to provide new housing. Although mixed uses are not desirable in all parts of San Francisco, there are locations which offer particular advantages for multiple use. These locations usually occur where an area is undergoing transition in land uses or where a relatively large piece of land is not used to its potential. To be attractive for multiple use, however, these locations should also capitalize on special amenities such as views of the Bay or downtown and proximity to transit, open space, or centers of activity.

Various land uses can be combined successfully either through a single development or incrementally through coordination of smaller developments. In both cases, it is important to provide adequate public and private services. Incremental development in particular requires careful planning to insure that conflicts among uses are minimized through appropriate timing and good design.

a & b Vacant land for conversion to residential use

c Potential for residence over bus yards (multiple-use of public land)

Intensification

San Francisco has a diversity of residential densities far greater than most American cities. This diversity is desirable, for it provides a variety of environments and housing types to suit the needs and desires of all ages, households, and income groups.

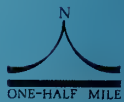
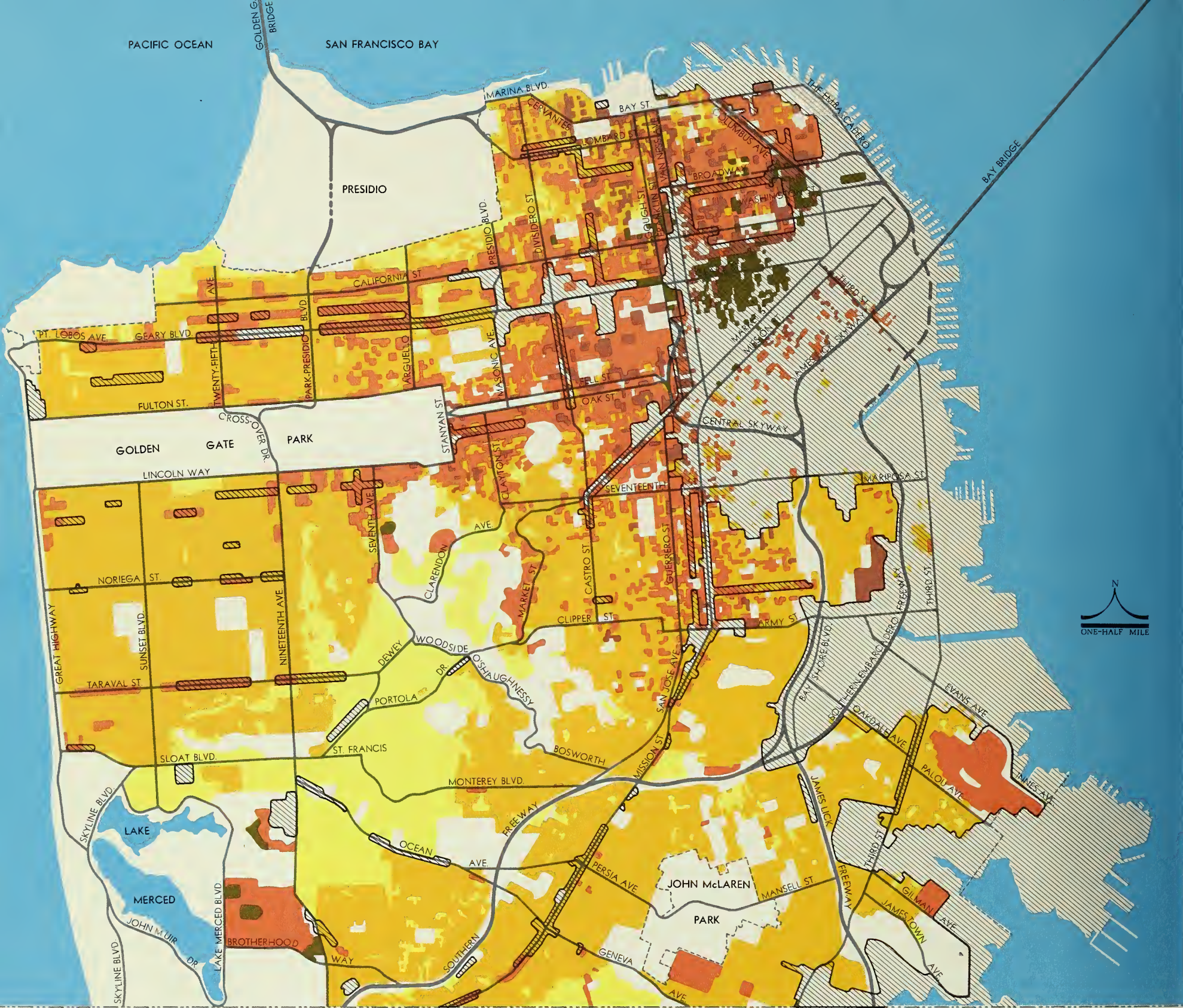
Intensifying residential densities in select areas of San Francisco can enhance this diversity while providing additional housing. High-density living is normal in an urbanized area. It is unacceptable in planning terms only where the residential environment it produces is below suitable standards or where proper services of all kinds cannot be provided. For this reason, increases in densities should be considered in certain parts of the city as a means of providing additional housing. These increases should be carefully limited so that San Francisco's resident population does not exceed a level acceptable for a suitable living environment.



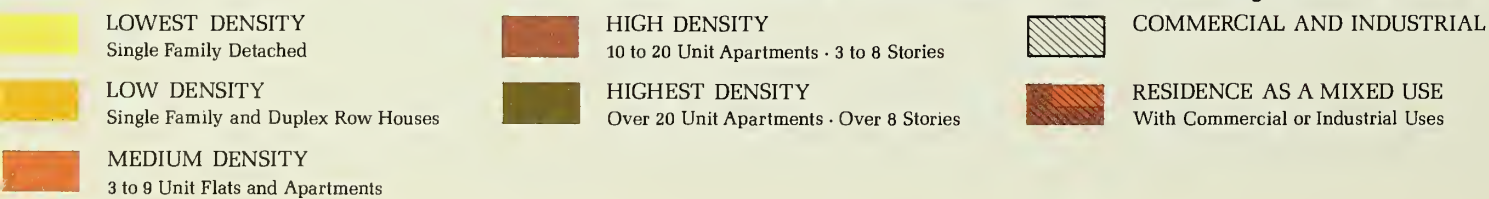
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GENERALIZED EXISTING RESIDENTIAL LAND USE by DENSITY & BUILDING TYPE





GENERALIZED RESIDENTIAL LAND USE PLAN BY DENSITY & BUILDING TYPE

- | | | | |
|---|---|---|--|
| <p>LOWEST DENSITY
Single Family Detached</p> <p>LOW DENSITY
Single Family and Duplex Row Houses</p> <p>MEDIUM DENSITY
3 to 9 Unit Flats and Apartments</p> | <p>HIGH DENSITY
10 to 20 Unit Apartments · 3 to 8 Stories</p> <p>HIGHEST DENSITY
Over 20 Unit Apartments · Over 8 Stories</p> | <p> COMMERCIAL AND INDUSTRIAL</p> <p> RESIDENCE AS A MIXED USE
with Commercial or Industrial Uses</p> | <p> PARKS</p> <p> RAIL TRANSIT SYSTEM
Subway · Station · Surface</p> |
|---|---|---|--|



Some of the factors favoring higher densities in a given area are the following:

Proximity to employment centers, including downtown, district commercial areas, industrial areas and major institutions.

Nearness to community facilities, such as neighborhood shops, schools, libraries, recreation facilities and open space.

Accessibility to transportation, especially rapid transit, but including bus routes and major auto routes.

Neighborhood character which will accommodate higher density along with existing development without extraordinary disruption.

Urban design factors, such as enhancement of topographic form and views, and creation of significant focal points at community centers.

These factors, as well as others suitable to individual areas, should be considered when encouraging higher densities in parts of the city. For the most part, zoning limitations on density already permit the types of density increases contemplated, and increases within existing zoning should be considered first. In some instances, application of the factors listed above could result in recommendations for changes in zoning.

This intensification policy does not propose using as its sole measure of effectiveness the number of housing units added to the housing stock. Such an approach would tend to encourage developments that increase the number of housing units while seriously overloading the facilities and services available to the people housed in these units. Rather, this policy proposes evaluating housing developments in terms of the character of the housing units—size, rent level, design—as well as housing-related amenities and services, to see how these meet the goals and objectives of the city.

■ POLICY 2

In the disposition of surplus and underused public land give priority to uses that best meet public needs.

Public property in a built-up city like San Francisco is an important public resource. When public land is underused or becomes surplus to one public use, it should be re-examined to determine what other uses would best serve public needs. Basically, there are two ways in which public needs can be served: by direct public use of land, as in school facilities, or by private development that achieves public objectives, such as moderate-income housing.

Priorities for Use

It should be the policy of the City and County of San Francisco that the following priorities be applied in determining the future use of surplus or underused public land:

First: Primary consideration should go to direct public uses that would meet either immediate or long-term public needs. Such uses include community facilities, open space, and public utilities and transit.

Second: If some public use is not appropriate, then the property should be evaluated for its usefulness in meeting other public objectives, including adding to the stock of low- and moderate-income housing.

Third: If the property is not essential for locating new public facilities, or cannot be used appropriately to meet other public objectives, the property may be sold, but preferably leased, at maximum value consistent with Planning Code provisions.

Applying the Priorities

Each City department or agency, including the School District and Redevelopment Agency, should be required to report surplus or underused land to the Real Estate Department on a regular basis. Suggestions for multiple-use development should also be reported. The reports should be made at the same time Capital Improvement requests are submitted to the Department of City Planning.

For each property declared surplus or underused and for each property suggested for multiple use, the Department of City Planning, in conjunction with the Real Estate Department, should make an assessment on the disposition of the land based on the priorities previously stated.

The City Planning Commission should review and revise the assessment and make an annual report to the Mayor and the Board of Supervisors on the disposition of surplus and underused land. This report should provide guidelines for long-range, consistent planning and for daily decisions.

■ POLICY 3

Develop housing throughout the Bay Area linked to the needs of the region and the renewal of the central cities.

San Francisco has limited opportunities for building new housing without greatly changing the character of the city and significantly increasing its resident population. In order to meet the need for better housing in the growing region, more housing should be developed throughout the Bay Area. This housing should be located and priced so that it provides alternate resources for San Francisco and other Bay Area counties and cities with urgent housing needs.

Simply providing more housing, however, is not the intent of this policy. Housing should be developed as part of entire new communities which conserve open space and are built in conjunction with employment opportunities, good transportation systems, and essential community facilities. New communities, as proposed in this policy, provide housing for a range of economic groups. They are not glorified subdivisions or relocated ghettos.

San Francisco should seek a regional, State, and Federal commitment to provide funds for new community development linked to the needs and renewal of Bay Area cities. New communities should be developed at a scale which will contribute in a major way to meeting the region's housing needs. Furthermore, job opportunities should be provided within new communities and rapid transit should link them with San Francisco and other employment centers.




Development of new communities should be the major thrust of regional planning for housing. San Francisco should work through the Association of Bay Area Governments to develop and implement a regional housing plan.



PACIFIC OCEAN

SAN FRANCISCO BAY



AREAS RECOMMENDED FOR INCREASED RESIDENTIAL DEVELOPMENT

-  INTENSIFICATION OF RESIDENTIAL USE
-  CONVERSION TO PREDOMINANTLY RESIDENTIAL USE
-  CONVERSION TO RESIDENCE AS PART OF MULTIPLE USE DEVELOPMENT

-  RAIL TRANSIT SYSTEM
-  Subway · Station · Surface

■ OBJECTIVE 3

Provide maximum housing choice both in the City and in the Bay Area, especially for minority and low-income households.

The main purpose of this objective is to state a public policy that the City should encourage residential development which will increase the housing opportunities for those racial and economic groups whose housing choice is presently limited.

■ POLICY 1

Distribute low-income housing throughout the City.

Over the years, most low-income housing has been constructed in relatively few districts of San Francisco. This trend should be reversed through an expanded program to build and lease housing throughout the city.

As a matter of policy, the City should establish a ratio of public housing to be developed in each of the 15 planning areas of the city. The public housing program should be planned to move the ratio of permanent public housing units to total housing units in each planning area closer to the ratio of the city as a whole. Eventually, the citywide ratio and the ratio for any one of the planning areas would be about the same. For example, if the ratio of public housing units to all housing units in the city is X percent, each planning area should have approximately X percent of its housing units as public housing. This ratio would change over time in accord with changes in the housing inventory and in the stock of public housing.

In application, the City's use of this distribution ratio should be flexible enough so that additional low-income housing can be constructed in those areas exceeding the citywide ratio when there is a desire on the part of the community involved to provide more public housing. The Housing Authority should not look to these areas, however, unless that desire is expressed. Furthermore, efforts should be made to construct public housing in those areas which fall considerably below the citywide average.

Within the general distribution ratio described above, the City should establish policy guidelines which are designed to take into account such factors as density, visibility and impact on community services. The guidelines are structured to reflect the differences between housing for the elderly and family housing. They are based on the fact that most neighborhoods can accommodate fewer family units than elderly units because of the greater demands that families place on community facilities. The guidelines also differentiate between residential densities as established through zoning. In general, greater distances between public housing developments are prescribed in lower-density areas than in higher-density areas. These distances are determined by city blocks rather than by a radius around sites because people perceive a neighborhood as they move along blocks, not through them. In this manner, visibility of housing developments is also taken into account.

In conclusion, the two levels of policy—the ratio for planning areas and the more specific guidelines—are designed to facilitate city-



Planning Areas for Public Housing Distribution Ratio

wide distribution of public housing while insuring that new concentrations do not develop at the neighborhood level.

Design of Public Housing

Successful public housing is the result of good design as well as distribution. New public housing developments should be smaller in scale than older projects and large numbers of family units should not be located on a single site. New public housing proposals should be reviewed for such qualities as good design, harmony of scale with the adjacent neighborhood and the provision of open space and landscaping. Public housing sites should be reviewed also in terms of the availability of community facilities and open space.

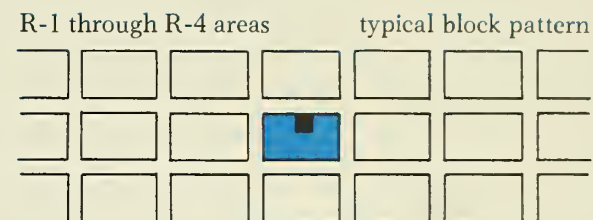
■ POLICY 2

Increase the supply of low-income housing in the Bay Area.

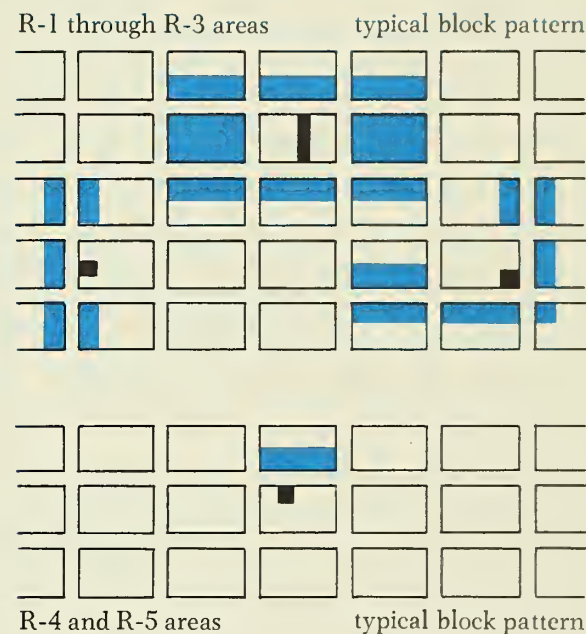
While San Francisco works to expand its supply of low-income housing, other Bay Area municipalities should be doing the same. This is not to say that San Francisco should slow down its efforts to provide low-income housing while other parts of the region catch up. Since it is expected that low-income people will continue to concentrate in central cities, San Francisco, Oakland, Richmond, and San Jose will go on providing a large share of the region's low-income housing. But the

GUIDELINES FOR PUBLIC HOUSING DISTRIBUTION

There should be no more than one public housing development regardless of size per assessor's block in zoning districts through R-4. Because R-5 is the highest density district in San Francisco, there may be more than one public housing development per assessor's block in R-5 districts.



Additional public housing developments in residential districts through R-3 should not be permitted in the street frontage directly across from a public housing development nor in the frontages of one block on either side of the block containing the development. In R-4 and R-5 districts this guideline should apply only to the street frontage directly across from a public housing development. Exceptions may be made only in R-5 districts if proven acceptable by an evaluation of environmental conditions including topography, size and visibility of developments as well as an assessment of social factors.



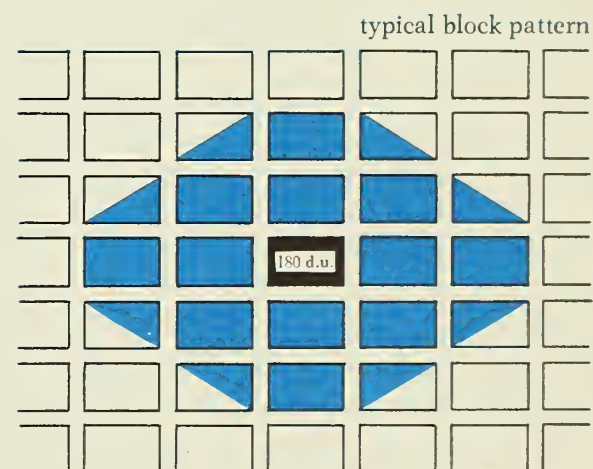
The following public housing projects in the Western Addition, Northeast, Mission, Potrero, South Central and South Bayshore districts of San Francisco warrant special consideration:

Yerba Buena Plaza	Ping Yuen North	Holly Gardens
Yerba Buena Annex	Valencia Gardens	Sunnydale
Westside Courts	Mission Dolores	Harbor Slope
Hayes Valley	Potrero Terrace	Hunters Point A & B
North Beach	Potrero Annex	Hunters View
Ping Yuen	Bernal Dwellings	Alice Griffith

Because of the size and intensity of these family projects constructed a number of years ago, a larger area than excluded by the previous guidelines may be necessary if further concentration of public housing is to be avoided. After analysis of neighborhoods surrounding the large, family projects listed, additional permanent public housing may be excluded in accord with the following distances measured in number of units per assessor's block:

<i>No. of Units in project</i>	<i>Distance along street</i>	<i>Diagonal distance</i>
1-99	1 block	1/2 block
100-199	2 blocks	1 block
200-299	3 blocks	1 1/2 blocks, etc.

This general formula may be applied and then a more operable area may be defined by following block frontages in accord with this formula.



■ public housing
 ■ areas excluded from additional public housing

housing problem—and the economic problems associated with it—is regional, and the responsibility to provide low- and moderate-income housing should be met by all municipalities and counties in the Bay Area. If this is done, it will also improve employment opportunities for low-income people by helping to correct the labor force imbalance between central cities and outlying communities.

Requirements/Incentives

Federal, State, and regional requirements should be enacted to make it mandatory for all communities to incorporate provisions for building low-income housing in their master plans, workable programs, and zoning ordinances. The City of San Francisco should lobby to have such provisions prerequisite to receiving all Federal grants-in-aid, including those for highways, sewers, and airports.

Builders and developers who use Federally insured financing for housing should be required to make available a certain number of these units for sale or rental to low-income families.

Regional Organization

Housing authorities in the metropolitan area should cooperate in distributing sites and building housing throughout the region. This cooperation should eventually lead to regional organization of housing authorities in the Bay Area.

New Communities

Housing for the entire range of income groups, including the very low, should be provided in new communities developed in the Bay Area.

■ POLICY 3

Work for open occupancy.

Without open occupancy, the objectives recommended in this plan will be extremely difficult to achieve. The City should take action against discrimination in the following ways:

Enforce Fair Housing Laws: Not only race, but national origin and religion are grounds for illegal discrimination in housing. Experience has shown that existing fair housing laws are adequate but that more successful ways of enforcing these laws are needed. Enforcement should be carried out more actively than through the present process of filing complaints and law suits.

Maintain High Standard of Public Services and Facilities in Areas Undergoing Considerable Population Change: Areas where the population is changing from old to younger or from one racial group to others need an especially high level of public services to make the change more acceptable and to ensure continuity and integration. The City should pay special attention to areas undergoing change to see that public services, particularly schools, meet or excel citywide standards.

■ POLICY 4

Review San Francisco Codes to promote construction of low- and moderate-income housing.

The City's planning and building codes should continue to be reviewed, to prevent requirements from unduly restricting needed housing development.

The price and scarcity of land and money to finance construction are clearly major cost factors in the provision of housing. However, during the course of administering local code requirements, both the Department of City Planning and the Department of Public Works should determine whether provisions can be modified in any way, without sacrificing quality or safety, to aid construction of moderate- and low-priced housing. Increased construction also benefits the city by maintaining employment in the housing industry.

*a & b Low-rent public housing for the elderly
c Housing for families with moderate incomes*



■ OBJECTIVE 4

Apply a comprehensive planning approach to programming community improvements and services.

When compared with other major cities in the country, San Francisco's unique qualities are clearly visible. San Francisco, however, shares in common with other large cities a number of problems which are critical restraints to progress in housing: poverty, discrimination, the lack of funds, limited available land, and a government organization slow to respond to changing needs.

Since these underlying problems limit San Francisco's ability to satisfy housing needs, the City should aim for a comprehensive approach to planning and budgeting. This approach would coordinate community improvements so that they reinforce each other. Raising the quality of education in a community's schools, for example, would be a good way to retain families in the area. A program to rehabilitate housing would also help to retain families and would improve the community in another dimension. Coordinating the two programs, moreover, would greatly enhance the community's desirability. Comprehensive planning allows this combination of programs. It also provides citizens with choices as to which programs should be coordinated to meet the most pressing needs of their communities.

Comprehensive planning is important on a citywide basis as well, for it creates a framework for the assessment of community needs in terms of citywide resource development. This comprehensive framework contributes to making program and budget decisions more rational.

■ POLICY 1

Establish priorities for allocating services and improvements based on community needs.

San Francisco should set priorities for capital improvements and community services in residential areas. Priorities should be based on the individual needs of various communities in the city and on the effect improvements can produce on the quality of these communities.

Based on individual need, high priority should be given to communities with the most serious deficiencies in existing facilities and services. Some areas require more services than others, and these variations should be taken into account in the priorities. Street cleaning schedules, for example, might be more frequent in those parts of the city where streets are intensely used and less frequent where street activity is minimal.

Depending on the community, some public improvements have more potential than others. Priority should be given to those residential areas where there may be special potential to improve the overall quality of the neighborhood by providing better facilities and services.

■ POLICY 2

Expand area planning and link it to resource programming.

The Department of City Planning operates an Area Planning Program in several communities of the city. The program is designed to work with citizens in order to define problems which are most important to them and to direct public expenditures toward solving these problems. This Area Planning Program should be expanded to communities ranking high in citywide priority but not being served by comprehensive improvement programs.

The Area Planning Program should be linked directly with a resource program so that planning emphasizes the delivery of services and facilities. Programs which allocate money in the form of bloc grants can provide for a coordinated attack on the physical, social and economic problems of a community. Under this system, an action program can be prepared. After necessary approvals, bloc grants can be allocated to carry out the plan. Funds are not earmarked for specific programs, as is the case in other government-aided projects; rather, a bloc grant is received to be allocated toward achieving objectives set by community residents through their planning organization.

Procedural problems would undoubtedly emerge but the bloc grant method has merit, for it ensures that the plan reflects community priorities rather than the availability of government funds for certain types of projects. Furthermore, bloc grants provide incentives to coordinate government spending in an area. For these reasons, Area Planning should be expanded and linked directly with resource programming for community improvements.

■ POLICY 3

Improve neighborhood services through good design and proper location of public facilities.

The design and quality of public facilities is a means of upgrading San Francisco's residential areas.

Streets are a prevalent public facility and have considerable influence on the character of residential areas. For this reason, the impact on neighborhood character and cohesiveness must be used as a primary criterion for developing and improving streets and highways. Street designs should be determined by the effect of traffic on adjacent uses as well as by traffic volume and destination. Heavy through traffic should be restricted to a minimum number of streets traversing residential areas, when alternative routes bypassing residential areas are not available.

Public facilities should take advantage, if possible, of the positive design attributes of the surrounding environment. The design and location of community facilities should create focal points and community activity centers. Public facilities should define a standard of environmental quality for other public and private buildings in the area. Well-designed public improvements and a high caliber of municipal service should provide incentives for private improvements. Specific means by which the quality of San Francisco's residential communities can be upgraded through environmental improvements will be proposed in the urban design element of the Comprehensive Plan.

OBJECTIVE 5

Encourage citizen participation in planning and programming public improvements.

Citizen participation in the government decision-making process is critical. There are no easy ways to insure effective citizen participation. In general, public agencies should use the resource of citizen participation. Public agencies involved in planning and housing should welcome ideas, proposals, and criticism from citizen groups, discuss them with these groups, and consider modification of their programs and procedures to embody them.

POLICY 1

Establish more effective means for citizen participation at the citywide level.

It is the responsibility of citizens and their elected representatives to call for changes in public policies when necessary. In order to make government more responsive to requests for change, however, the structure and procedure of government should be adjusted continually to accommodate the participation of more people at key points in making public decisions.

Public hearings and citizen commissions are the major forms of citizen review prescribed in the City Charter. These traditional forms can be made to work well if citizens are informed of policies and the implications of potential decisions. In order to do this, the following steps should be taken:

1. All public information should be easily accessible to the public.
2. Notices of public hearings should be mailed and publicized far enough in advance for citizen groups to inform their members about them and discuss the issues involved before the hearings. Adequate review time should be provided prior to formal hearings so that everyone has the opportunity to speak out and so that some conflicts can be resolved during the review process.
3. Notification of public hearings, eligibility requirements, appeal procedures, etc., should be in everyday wording and when necessary in languages such as Chinese and Spanish, in addition to English. Agenda items of public agencies, commissions, and boards should be stated in terms that inform citizens of what issues are to be involved.
4. Evening meetings should be the general rule, not the exception. And special purpose meetings should be held in neighborhoods when this will promote greater citizen participation.



SUSAN LANDOR

5. Some groups have not had equal access to participation in decision-making. Efforts should continue so that these groups are better represented on advisory, policy-making, and implementing bodies. More specifically, commissions, code advisory boards, appeals boards, and staffs should be constituted to better represent the racial, social and economic composition of San Francisco.

In addition to improving the commission and hearing structure, a variety of techniques should be used to establish effective means for citizen participation. Before hearings are held, there should be widespread coverage by the media. It is also essential that elected officials



and the staff of City agencies meet frequently with community groups to discuss specific policies as they relate to individual communities. Citywide or community-based citizen advisory committees may prove desirable in some cases.

▣ POLICY 2

Provide opportunities for citizen involvement in planning and programming of local community improvements.

Beyond the need for active citizen involvement in matters of a city-wide nature, there should be more opportunities for citizen participation in matters concerning local, residential communities. Programs which affect particular areas of the city should be planned and scheduled in recognition of the needs expressed by local residents. Several means by which this can be achieved are through Model Cities, FACE, Redevelopment, and an active Area Planning Program. These approaches can provide citizens the opportunity to bring community issues into public purview on a continuous basis.

Another approach is the formation of neighborhood or community planning boards. These boards are made up of persons from local communities and represent the community's interest in matters affecting their areas.

A combination of techniques for encouraging citizen participation in community matters is probably needed. As a matter of policy, therefore, the City should require public agencies to employ as many means as possible to assure citizen involvement in planning and programming community improvements before these improvements are scheduled.







